

Advance Questions for Keith E. Eastin
Nominee for the Position of Assistant Secretary of the Army
for Installations and Environment

Defense Reforms

Almost two decades have passed since the enactment of the Goldwater-Nichols Department of Defense Reorganization Act of 1986 and the Special Operations reforms.

Do you support full implementation of these defense reforms?

Yes, I fully support the Department of Defense Reorganization Act of 1986 and related Special Operations initiatives for defense reform.

What is your view of the extent to which these defense reforms have been implemented?

From what I have learned to date, these defense reforms have been implemented and have achieved the desired results. Having said that, I believe it is important, and consistent with the intent of the reform legislation, that the Army continues to assess and modify its operations and internal procedures to meet the challenges of a dynamic security environment.

What do you consider to be the most important aspects of these defense reforms?

In my judgment, the most important aspects of these reforms were strengthening civilian control; streamlining the operational chain of command, improving the efficiency in the use of defense resources, improving the military advice provided to the National Command Authorities, clarifying authority for Combatant Commanders, and enhancing the effectiveness of military operations.

The goals of the Congress in enacting these defense reforms, as reflected in section 3 of the Goldwater-Nichols Department of Defense Reorganization Act, can be summarized as strengthening civilian control; improving military advice; placing clear responsibility on the combatant commanders for the accomplishment of their missions; ensuring the authority of the combatant commanders is commensurate with their responsibility; increasing attention to the formulation of strategy and to contingency planning; providing for more efficient use of defense resources; and enhancing the effectiveness of military operations and improving the management and administration of the Department of Defense.

Do you agree with these goals?

Yes, I fully support the Congressional goals reflected in the Department of Defense Reorganization Act of 1986 and other defense reform legislation.

Do you believe that any changes to this Act may be appropriate? If so, why?

I do not know of any changes to these laws that have been proposed at this time. If such a proposal is so made, I would if, confirmed, work with others in the Department regarding changes as they might affect the operations of the Army under my purview.

Duties

What is your understanding of the duties and functions of the Assistant Secretary of the Army (Installations and Environment)?

My understanding is that the principal duties and functions of the position of the Assistant Secretary of the Army (Installations and Environment) are to assist in the formulation of policy, and establish and continue procedures for the effective management of Army's installations, real property, housing, and other facilities, environmental protection, safety and occupational health for both military and civilian personnel. This includes seeing that Soldiers and their families are well-housed and that other parts of the Army's infrastructure are maintained and brought to an effective platform for training and quality of life. The position further requires that attention be paid to treaty compliance in the Chemical Demilitarization Program, and the efficient and timely implementation on recommendations under Base Realignment and Closure (BRAC).

What background and experience do you possess that you believe qualifies you to perform these duties?

I have spent more than thirty years in the environmental field as a private attorney, serving as the director of an environmental practice for two large consulting firms and working as a senior official in the Federal government. As Principal Deputy Assistant Secretary of the Navy (Shipbuilding and Logistics) from mid 1986 through 1988, I dealt with many of the installation, housing, environmental, and military construction matters that, if confirmed, I would expect to be confronted with in the position as Assistant Secretary of the Army (Installations and Environment).

Do you believe that there are actions you need to take to enhance your ability to perform the duties of the Assistant Secretary of the Army (Installations and Environment)?

If confirmed, I will familiarize myself with the current activities of the staff of the Assistant Secretary, review conditions of some of the components of the Army's infrastructure, and consider authorities and funding available to deal with the challenges and opportunities of the position. One of my initial priorities if confirmed will be to meet with commanders of key Army facilities to learn of their challenges and with leaders of the communities affected by the operations of the Army's installations to understand their concerns with Army operations as well as the coming activities surrounding the BRAC process.

Assuming you are confirmed, what duties and functions do you expect that the Secretary of the Army would prescribe for you?

If confirmed, I would expect the Secretary to ask that I perform those functions delegated to the Assistant Secretary under the Army's General Order Number 3. I expect him to look to the Assistant Secretary to assist him in formulating policies and programs that will enhance the quality of life for Soldiers and family members. I expect that the Secretary would also want to continue searching for efficiencies in and effectively manage the Army's real property, housing, and other facilities, environmental protection programs, and safety and occupational health programs for military and civilian personnel. Further, I expect he would ask that the Assistant Secretary to ensure timely completion of closures and realignments of installations under BRAC mandates. If confirmed, I will be responsible for these duties within the overall priorities of the Secretary of the Army and will pursue any other duties the Secretary assigns to me.

Relationships

In carrying out your duties if confirmed, how will you work with the following:

The Secretary of the Army

I will work closely with the Secretary of the Army in furthering the goals and priorities of the President. Consistent with Army General Orders, I expect the Secretary to rely on me to oversee the management of the Army's installations real property, housing and other facilities, environmental programs, and safety and occupational health for both military and civilian personnel.

B. The Under Secretary of the Army

I will work closely with the Under Secretary of the Army in furthering the goals and priorities of the President and the Secretary of the Army.

C. The Chief of Staff of the Army

I will establish and maintain a close, professional relationship with the Chief of Staff as he performs his duties as the senior military leader of the Army.

D. The Deputy Under Secretary of Defense for Installations and Environment

I am generally aware of the responsibilities of this position and working through the Secretary of the Army, look forward to developing and maintaining a constructive relationship, with the Deputy Under Secretary of Defense for Installations and Environment, in areas of mutual interest.

E. The other Assistant Secretaries of the Army

As part of the “One Army” team, I would immediately on conformation, establish and maintain a strong professional relationship with the other Assistant Secretaries of the Army and commit to working collaboratively and cooperatively in meeting the Army’s goals and objectives.

F. The Assistant Secretaries of the Navy and the Air Force for Installations and Environment

I am generally aware of the responsibilities of these positions and look forward to developing and maintaining a constructive and personal relationship with both the Assistant Secretary of the Navy and Air Force for Installations and Environment, in areas of mutual interest, pursuing opportunities to enhance cooperation among the services.

G. The General Counsel of the Army

My relationship with the General Counsel of the Army must involve close and regular consultation, given the legal complexities of the programs for which I will be responsible, if confirmed. I will work diligently to maintain a strong and productive relationship with the General Counsel and his or her staff.

H. The Judge Advocate General of the Army

If confirmed, I will develop and maintain a strong professional relationship with the Judge Advocate General of the Army in all areas of mutual interest.

I. The Army Chief of Engineers

The relationship between the Assistant Secretary of the Army (Installations & Environment) and the Chief of Engineers should be based on mutual respect, trust and cooperation. Our respective commitments and abilities to be responsive to the President’s priorities and to the policy directives of Congress depend greatly on the success of this relationship.

J. The Assistant Chief of Staff of the Army for Installation Management

I believe strongly in a team approach to problem solving and issue development. If confirmed, I will work with the Assistant Chief of Staff of the Army for Installation Management in responding to the policies and goals of senior leadership of the Army and the Department.

Major Challenges and Problems

In your view, what are the major challenges that confront the Assistant Secretary of the Army (Installations and Environment)?

The major challenges of the office are to provide for a decent quality of life for our Soldiers and families, high quality and efficient installations and facilities, and effective training ranges for

mission training all in a time when the Army is transforming and at war and while working with limited available funding and addressing environmental challenges.

Assuming you are confirmed, what plans do you have for addressing these challenges?

If confirmed, I will consult with staff of the Assistant Secretary as well as those in uniform to analyze possible improvements in efficiency of each of the operations under my cognizance and will investigate ways to finance base operations and improve family and single enlisted housing. Further, I will explore cooperative approaches to effectively balance environmental and mission requirements and address encroachment issues.

What do you consider to be the most serious problems in the performance of the functions of the Assistant Secretary of the Army (Installations and Environment)?

With the reality of limited resources, it will continue to be a major challenge for the Army to achieve an effective balance between the quality of life for Army Soldiers and their families, force sustainment, and the necessary modernization to build an effective Army for the future. Moreover, it will be a continuing challenge for the Army to achieve the optimum balance among the competing tools available to meet these needs, such as private sector performance of functions, use of multiple emerging technologies, and the development of innovative government programs.

Protection of human health and safety and the environment are also major challenges that impact the Army's ability to dispose of real property and address requirements for munitions and other hazardous material cleanups.

If confirmed, what management actions and time lines would you establish to address these problems?

If confirmed, I will work to obtain adequate funding for our installations, including Base Operations Support (BOS) and Sustainment, Restoration, and Modernization (SRM). I understand that the Secretary of Defense has established a goal of meeting the "1 + 1" standard for single Soldier barracks by 2008. There is also a goal to have funding in place to improve military family housing by FY07. These are important examples of efforts that the Army is currently implementing to improve the quality of life for our Soldiers and their families and will contribute significantly to the quality of our force. I will also study the Army transformation, BRAC execution actions, and overseas restationing to determine the impact of these initiatives on these goals.

Priorities

If confirmed, what broad priorities would you establish in terms of issues which must be addressed by the Assistant Secretary of the Army (Installations and Environment)?

I view this position as an advocate for quality installations and the working and living environment for our troops and their families. My first priority, if confirmed, will be to bring the quality of the Army's installations up to a more acceptable level. Another critical priority will be to ensure the efficient and speedy implementation of the actions mandated under BRAC.

Military Construction

The Department of Defense is using the rate of recapitalization of the physical plant to justify the levels of annual investment required for facilities and infrastructure. The Department had established a goal for the military services to propose levels of funding for military construction and facility modernization in the fiscal year 2008 President's budget request that would equal a recapitalization rate of 67 years. To date, the services have been requesting, in the annual budgets, a level of investment that results in a recapitalization rate of 110-140 years.

Do you believe the goal of a 67-year recapitalization rate of investment by fiscal year 2008 can be achieved for the Army?

If confirmed, I will study the Army's plans and the challenges to achieving this goal. I understand that Army transformation initiatives, BRAC execution actions, and overseas restationing may impact attaining this goal by 2008.

If confirmed, what other goals and metrics, if any, could be established to improve facility recapitalization?

The current methods appear to be satisfactory. If confirmed, I would continue to look for opportunities to improve this important area.

Army Modularity Infrastructure

The Army used emergency authorities in 2004 to spend over \$100 million to procure and install temporary facilities to support modularity units preparing for deployments to Southwest Asia, and will receive an additional \$261 million in the Fiscal Year 2005 supplemental budget for the same purpose. This will result in hundreds of trailers each at ten locations around the country to house and provide work areas for over 30,000 troops for an undetermined amount of time.

In your opinion, how long should trailers be used to satisfy facility requirements?

I have been informed that temporary facilities will be used for the duration of their design life, approximately 7-8 years. The Army plans to use this time to program and construct permanent facilities using Military Construction.

Do you believe the Army should develop a long-term plan to address basing requirements resulting from the modularity initiatives?

I understand that the Army conducted an analysis of restationing overseas units as well as validating the final location for all modular units within BRAC 2005. I believe that further refinements, as needed, should be made as conditions develop.

If confirmed, what plans would you propose to address the Army's requirement to provide adequate living quarters and work facilities for personnel affected by Army modularity plans?

If confirmed, I would seek resources to construct permanent living quarters and work facilities that are built to Army standard and fully meet Army modularity requirements.

In your view, how should the Army support the families of military members impacted by modularity moves forced in relation to housing, child care, and schools?

One of my highest priorities, if confirmed, would be to work with the local communities to ensure that adequate resources are available off-post as well as on-post to support the needs of our Army families.

Housing and Barracks Privatization

In recent years, the Department of Defense and the Congress have taken significant steps to improve family housing. However, it will take many more years and a significant amount of funding to adequately meet the Department's housing needs. The housing privatization program was created as an alternative way to speed the improvement of military family housing and relieve base commanders of the burden of managing their family housing. If confirmed for the position of Assistant Secretary of the Army (Installations and Environment) you would have a key role in any decisions regarding military family housing.

What are your views regarding the privatization of family housing and barracks?

I am impressed by the significant improvements to family housing that have been accomplished as a result of housing privatization. It appears to me that the Army has been able to successfully partner with industry to leverage private sector resources to improve the quality of life for Soldiers and their families. By partnering with developers, I believe the Army has been able to capitalize on private sector expertise and creativity. If confirmed, I look forward to continuing to work with the private sector to obtain quality housing as quickly and efficiently as possible.

What is your view of the structure and general goals of the Army's current housing privatization program? Do you believe the program should be modified in any way? If so, how?

It is important, in my view, for the Army to retain a level of oversight necessary to protect its capital investments and allow Soldiers to reside in housing comparable to that of the citizens off post they have sworn to protect. It is my understanding that changes to enhance various components of the program are being studied. If confirmed, I will work with those exploring potential modifications and pursue recommended changes.

If confirmed, how would you recommend that the Army use privatization as a means to address the Army's barracks requirements?

To date, I understand that the Army has focused its attention on the Family Housing Privatization program. I believe that the lessons learned from this initiative can serve as a template for the Army in assessing the desirability and feasibility of barracks privatization.

The Army has contracted for a major housing privatization effort at Fort Hood, Texas, using a request for qualifications (RFQ) process instead of the request for proposals (RFP) process.

What are your views of the relative merits of these contracting approaches?

I understand that the Army believes that the RFQ process offers several advantages, such as flexibility in selecting partners and in developing the scope, funding, and management of the project. If confirmed, I will study this matter and assess the relative advantages and disadvantages with these procurement processes.

The Department of Defense has established fiscal year 2007 as a goal to improve the military family housing in the United States.

Do you believe the Department of the Army will achieve this goal?

Yes. I understand the Army is doing exceptionally well in the area of family housing improvement and is committed to meeting the DoD goal. If confirmed, I expect the Army to include this as a high priority area for Soldiers and families throughout BRAC execution and implementation of transformation initiatives. If confirmed I will work to maintain the commitment to achieve the 2007 goal in the U.S. through privatization and conventional Military Construction, as well as divestiture of uneconomical or excess units. I will also study the Army transformation, BRAC execution actions, and overseas restationing to determine the impact of these initiatives on the goals.

Overseas Installations

The Army maintains a global basing infrastructure to support a substantial number of forward deployed troops. The Department of Defense's study of overseas basing will result in substantial changes in the Army's current overseas presence.

If confirmed, what would your role be in the development and implementation of facility investment programs for the consolidation of army units at Camp Humphreys, Republic of Korea?

It is my understanding that Camp Humphreys plays a significant role in the movement of forces from the Korean Demilitarized Zone. This is reflected in the Land Partnership Plan and the Yongsan Relocation Agreement. If confirmed, I will work to see that facility investment programs and projects at Camp Humphreys are consistent with Combatant Commanders'

requirements, the Department of Defense's stationing plan, and with the Land Partnership Plan and the Yongsan Relocation Agreement.

If confirmed, what would your role be in the establishment of installation development master plans for forward sites in the CENTCOM and EUCOM areas of responsibility?

If confirmed, I will fully support the regional Combatant Commanders in their development and updating of master plans for changing infrastructure requirements at overseas facilities. Most importantly, I will endeavor to resource their requirements where the Army has responsibility to do so.

If confirmed, how would you ensure a prudent investment in facilities overseas that will have an enduring presence?

If confirmed, I will advocate that our investments overseas support the Integrated Global Presence and Basing Strategy and our Combatant Commanders' requirements. I will also focus our resources on the enduring locations.

Base Closures and Realignments

The 2005 Defense Base Realignment and Closure (BRAC) process is currently underway.

What do you see as the roles and responsibilities of the Department of the Army in implementing BRAC decisions?

I believe the Army will execute the Commission's final BRAC decisions within the statutorily mandated six-year implementation period. For those Army installations affected by joint recommendations, the Army should closely coordinate its actions with other affected military departments. During implementation, the Army should work closely with affected communities to smooth the transition from military to civilian uses at affected installations.

What would your role be, if confirmed, in carrying out these responsibilities?

If confirmed, I would act under the direction of the Secretary of the Army, and be responsible for Army BRAC 2005 policy, program oversight, direction, and execution.

If confirmed, what priorities would you set for the process of disposal of any property at Army bases affected by BRAC decisions?

If confirmed, I would work to make property available for redevelopment as expeditiously as possible. I would also work closely with affected communities through open communication, partnering, consultation, and cooperation. I would seek to rapidly implement BRAC 2005 decisions to enable military units to relocate with minimal disruption in war-fighting capability and readiness and to maintain the quality of life for affected Soldiers and families.

The DOD installation closure process resulting from BRAC decisions has historically included close cooperation with the affected local community in order to allow these communities an active role in the reuse of property.

In your view, what are the roles and responsibilities of the Department of the Army within the 2005 BRAC property disposal process to work with local communities?

I understand the Army is committed to effectively communicating and working cooperatively with local redevelopment authorities during BRAC implementation. The BRAC law envisions the formation of a local redevelopment authority as the single community entity responsible for interfacing with the military departments and developing re-use plans for affected BRAC property. If confirmed, I would work with these entities during the re-use planning and disposal decision-making process in order to expedite BRAC property conveyances and put property back into productive re-use as quickly as possible.

If confirmed, what goals would you establish to assist affected communities with economic development, revitalization, and re-use planning of property received as a result of the BRAC process?

The Office of the Secretary of Defense, Office of Economic Adjustment is responsible for working with local communities to provide re-use planning and economic adjustment assistance. If confirmed, I would work closely with the Office of Economic Adjustment and local communities to help mitigate the impacts of base closure and realignment decisions and once re-use plans are developed, expeditiously transferring property in a manner consistent with the BRAC law and DoD guidance.

Installation Management and Facility Maintenance

The military departments have consistently struggled to maintain their base infrastructure. The backlog of real property maintenance is made worse by the Services diverting facility sustainment, restoration, and modernization funds to pay for base operating support. Also, the military is far behind industry standards for recapitalizing and modernizing its facilities.

Are there any new approaches to this issue that you believe could help the Army move toward a solution of this perennial problem?

I do not believe appropriated dollars alone will satisfy all Army installation management and facility maintenance requirements. If confirmed, I would aggressively pursue efforts to leverage private sector funding and host nation support. Some examples include the privatization of family housing, utility systems privatization, enhanced use leasing, and real property exchanges for the Reserve Components. In addition, I would look for opportunities in implementing BRAC, transformation initiatives, and the Integrated Global Presence and Basing Strategy to promote efficiencies and improve the Army's installation infrastructure.

How will the recently established Installation Management Agency (IMA) help ensure that the funds provided by Congress for facility sustainment are actually applied to the facility requirements identified by Army installations?

I understand that IMA helps control the expenditure of installation resources so that base support funds are spent for their intended purpose. This is a focused effort versus the Army's past practice of having all major commands allocate funds as they decided.

How will centralizing the management of installations under one agency affect the ability of operational commanders at the installation level to direct resources to those requirements that impact their mission?

Centralized management of installations has standardized procedures for operational commanders at installations to ensure resources for garrison services are directed to garrison requirements impacting their missions. Establishment of common levels of support enables the Army to clearly define funding requirements in order to support quality of life and readiness. Garrison commanders remain responsive to mission requirements of operational commanders.

Energy Efficiency

Executive Order 13123 lays out a number of specific steps that agencies should take to promote energy conservation. These include the use of energy savings performance contracts, utility energy efficiency contracts, and other contracts designed to achieve energy conservation; conducting energy efficiency audits for approximately 10% of an agency's facilities each year; and exploring opportunities for energy efficiency in industrial facilities for steam systems, boiler operation, air compressor systems, industrial processes, and fuel switching.

Do you support the use of these energy conservation approaches?

Yes. I fully support these approaches.

Are there other steps that you would take, if confirmed, to promote energy conservation by the Department of the Army?

If confirmed, I will strongly encourage energy conservation within the Army and, where appropriate, adopt industry "best practices" and innovative ideas from outside the Army.

Do you believe that the energy conservation goals established in the Executive Order are achievable?

Yes, however, I have not had the opportunity to fully review all of the Army's efforts toward realizing the goals of the Executive Order. If confirmed, I will closely examine this important area.

Encroachment on Military Installations

The Senior Readiness Oversight Committee is currently reviewing a group of readiness challenges it has characterized as "encroachment" issues. These include population growth near military installations, environmental constraints on military training ranges, airspace restrictions to accommodate civilian airlines, and the conflicts with civilian users over the use of radio frequency spectrum.

In your opinion, how serious are these problems for the Department of the Army?

These problems are serious and have the potential to severely impact training requirements for the Army.

If confirmed, what role do you expect to play in addressing these challenges?

If confirmed, I would attempt to work to minimize restrictions on training ranges while ensuring the Army's environmental stewardship. I would work with Congress and various stakeholders in adopting measures to ensure the readiness of Army forces and their survivability and success on the battlefield. If confirmed, I would see that the Army works proactively with local communities as they develop land use plans to ensure those plans consider the Army's operational requirements and avoid adverse impacts on operational ranges now and in the future. I also envision working closely with local, state and federal environmental regulators and with natural and cultural resource agencies to minimize encroachment challenges. Further, I would expect the Army to continue its compatible use program authorized by Congress.

Environmental Challenges

In your view, what are the most critical environmental challenges facing the Army, and what is the best way for the Army to address these challenges?

I believe the most critical environmental challenge for the Army is to ensure that natural infrastructure is available in the quantity, quality, and configuration to meet current and future training, testing, and operational requirements. The Army must sustain its installations, and most importantly, its operational ranges so that it can provide Soldiers the opportunity to conduct live fire operations and training in varying climates and diverse environments to ensure Soldier readiness. To meet this challenge, I believe that the Army must manage range activities to maintain the resiliency and buffering needed to protect the environment and surrounding communities from impacts of testing and training. The Army should in my opinion apply an ecosystem-based approach to manage natural resources and collaborate with stakeholders to protect ecosystems. If confirmed, I would work with local communities and foster open relationships to increase their understanding of our training requirements.

If you are confirmed for this position, how would you balance the need to maintain military readiness and the goal of protecting the environment?

The Army should, in my view, sustain its operational ranges, now and in the future, in a manner that ensures their availability for testing, training, and Soldier readiness. I believe the Army

recognizes that protecting the environment is integral to providing tough, realistic, battle-focused training for our Soldiers. If confirmed, I would seek to fully integrate the concept of sustainability, which is the foundation of one of the most innovative environmental strategies in the Federal government.

The Army proposed an environmental compliance budget for FY06 that is \$36M, or 6%, below the FY05 appropriated level.

How is the Army prioritizing funding for environmental compliance expenditures necessary to comply with requirements of law and regulation?

I understand that the Army has programmed sufficient funds in fiscal year 2006 for environmental compliance to meet the critical requirements and to comply with legal mandates. If confirmed, I would closely review the sufficiency of these funding levels.

The Army has estimated its potential liability for the clean-up of unexploded ordnance on closed, transferred, and transferring ranges to be in the range of \$10 to \$77 billion. The Department of Defense is now in the process of conducting a comprehensive inventory of unexploded ordnance clean-up requirements and costs.

What steps do you plan to take, if confirmed, to address the Army's unexploded ordnance problems?

If confirmed, I would see that the Army continues to do what is right for the safety of its Soldiers and the public and the environment. I would work cooperatively with Congress and others to identify property to be transferred from Army control for which end uses should be restricted to those consistent with the explosives hazards present. I would also work closely with environmental regulators, safety officials, and with local reuse authorities to determine the most appropriate end use of property and to design response actions that will allow a property's safe reuse. Finally, I would take a proactive role in developing policy and guidance to govern cleanup of former ranges and in working with other concerned agencies and organizations to address public concerns about unexploded ordnance.

Reports and Notifications to Congress

A responsibility of the Department of the Army is to satisfy statutory report and notification requirements to Congress. Many notifications require a wait period of a specific number of days after notification is received by Congress before the Department can carry out the action. The current Army policy is to answer all questions generated by Congress regarding the notification before proceeding with the action.

If confirmed, would you adhere to this policy?

Yes.

Congressional Oversight

In order to exercise its legislative and oversight responsibilities, it is important that this Committee and other appropriate committees of the Congress are able to receive testimony, briefings, and other communications of information.

Do you agree, if confirmed for this high position, to appear before this Committee and other appropriate committees of the Congress?

Yes.

Do you agree, when asked, to give your personal views, even if those views differ from the administration in power?

Yes.

Do you agree, if confirmed, to appear before this Committee, or designated members of this Committee, and provide information, subject to appropriate and necessary security protection, with respect to your responsibilities as the Assistant Secretary of the Army for Installations and Environment?

Yes.

Do you agree to ensure that testimony, briefings and other communications of information are provided to this Committee and its staff and other appropriate Committees?

Yes.